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INTELLIGENCE COMMUNITY PERSONNEL STUDY
STAFFING: MILITARY SERVICES

1. Current and Projected Skill Requirements and Quality of Staff

a. Critical Occupations

The military intelligence organizations have identified the following as their particular critical staffing needs:

Army	Navy	Air Force
Intel Research/Ops Spec	Mathematicians	Engineering
Security Spec	Computer Science	Computer Science
Secretarial/Clerical	Engineers/S&T	Intel Spec (Lang)
Computer Spec	Computer Program/ Analyst Spec	Science & Tech
Engineer/S&T		

b. Hiring and Retention

Because the management of the military services civilian intelligence staffing is essentially decentralized, precise information on staffing levels, hires and attrition rates is not available.

Total annual hiring requirements for each service component are relatively small when compared to the larger Intelligence Community agencies. The total Naval Intelligence staffing program, for example, is only about 100 hires per year. Army Intelligence hires to support a staff of about 5,000 civilians, the Air Force Intelligence civilian staff is about 2,700, and Navy Intelligence about 1,800.

Each service reports difficulty in recruiting for engineering, science and technological, computer science, language and mathematics skills, due primarily to the low salaries they offer and limited career potential for civilians in the military intelligence organizations. Recruiting is especially difficult in the Washington DC area because of intense hiring competition. Because most of the Air Force Intelligence critical skill requirements are for jobs in other areas (the Electronic Security Command (ESC) in Texas and the Foreign Technology Division (FTD) in Ohio), their task is somewhat easier as competition is not as intense.

Attrition in most critical skills runs high, with most leaving because of higher salaries and better advancement and career opportunities available elsewhere. The Air Force reports lower attrition of critical skill people in areas located away from Washington, D.C. Many of the best are lost after a relatively short time to private sector employers or

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to other government (mostly Intelligence Community) agencies. The services indicate that secretarial/clerical personnel are also hard to hire and retain, especially in the Washington, DC area.

c. Recruitment

Each military service recruits independently for its intelligence personnel using its own personnel policies, procedures and resources.

Most hiring for Army Intelligence is done through local civilian personnel offices (CPOs) in the supported commands. Intelligence and Security Command (INSCOM) has a small college recruiting effort for Intelligence Specialists, but this accounts for only about 5 percent of hires for this skill. Also, a small number of Cooperative Education (Co-Op) and intern program college students are brought in to fill some computer science and a few other positions. Premium salaries are paid to secretary/clerical personnel and this has helped hiring and reduced attrition. Most jobs are filled through vacancy announcements, OPM registers, career program inventories, and the Defense Intelligence Career Automated System (DISCAS). Hiring inducements include first duty station travel and advanced steps of grades for selected positions.

The Navy recruits centrally from its Consolidated Civilian Personnel Office location in Suitland, Maryland for all Naval Intelligence civilian personnel in the Washington area. The few (about 300) Naval Intelligence civilian personnel outside Washington are serviced by local CPO's. Most of Navy's small annual hiring requirements are satisfied through local advertising, referrals or unsolicited applications. There is some on-campus recruiting of engineers and computer science graduates.

Many jobs require expertise obtained from previous military experience, but it is very difficult to attract and hire ex-military because of higher salaries and better benefits offered elsewhere, as well as the dual compensation restrictions for retirees. The pool of potential candidates is good, but competition is stiff and most quality people are lost leaving many critical skill hiring requirements unfilled. Secretaries/clericals do receive premium pay as approved by OPM and Navy does offer special training and accelerated promotion agreements to attract engineers. DISCAS is used, but is not considered very effective.

Recruiting for Air Force Intelligence personnel is done through the Air Force CPO system located in the geographic area of the supported command. Air Force plans call for

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consolidating all classification and staffing authority into these servicing CPO's - one in San Antonio for ESC, one at Wright-Patterson AFB for FTD and one in Washington, DC to service the rest of Air Force intelligence. ESC and FDT conduct recruitment at colleges and universities for technical skill people, but otherwise recruiting activities are left to the local CPO's. Unlike Army and Navy, Air Force fills many of its professional and pre-professional jobs at the entry level. College recruiting is the principal source for these jobs, most of which are located at ESC and FTD. Jobs at the GS-13 level and above are filled through DISCAS.

All three military services report that extensive pre-employment processing time impacts adversely on their recruiting efforts. Because of the average wait of 6-9 months before a firm job offer can be extended, many candidates withdraw or take another job before the process is completed. This is especially true of secretarial/clerical personnel who often are looking for a job, not necessarily a career.

No accurate data is available from the services on costs per hire, but Army estimates the cost of obtaining a clearance to be about $2,000 and Navy reports that the cost of site visits and relocation expenses for a new hire at the entry level is approximately $1,500.

The military intelligence activities are in the process of implementing legislation passed under the Authorization Act of 1987 which allows the Army, Navy and Air Force intelligence program managers to use special authorities (similar to those approved for other IC agencies) to establish positions, appoint, and fix compensation without regard to the Classification Act of 1949. The services are in the process of setting up an umbrella system, the Civilian Intelligence Personnel Management System (CIPMS), with common personnel management ground rules. An organization will be established within Army to oversee the new CIPMS and will develop and implement policy and procedures, perform program evaluations and conduct liaison with the service intelligence activities and other IC agencies. Each service will separately implement the program. The exact number and type of personnel to be covered under CIPMs and other details of the new system are still being coordinated within DoD. It is scheduled to be operational by October 1, 1988. The new authorities granted to the services and implemented by CIPMS should put the military intelligence activities in a position to be more competitive in recruiting and retaining personnel, especially critical skill personnel.

d. Quality Indicators

With the exception of most clerical and support skills and many AF positions at ESC and FTD, the majority of hires

brought in by the military intelligence organizations are hired because of the skills and knowledge they already possess, usually obtained through technical or previous military experience. The services have developed little substantive data on the quality of people hired, but stiff competition attracts away most of the best candidates, and many of the best that are hired later leave for higher paying jobs with greater growth opportunities.

e. Competition with the Private Sector

All of the military intelligence organizations experience strong competition from the private sector in recruiting and generally do not do well especially in the Washington, DC area. Departing staff have cited higher salaries and better benefits as well as better promotion and career opportunities as the major reasons for leaving. The services have few requirements for professional or pre-professional staff at the entry level, and experienced people with the skills required are hard to get. Ex-military personnel with requisite knowledge and experience can usually get higher salaries with a private sector employer. Dual compensation restrictions imposed on retired military personnel also impact negatively on the ability of the services to compete with the private sector.

f. Future Staffing Projections

None of the Military Intelligence organizations project skill changes that will impact significantly on staffing. However, they believe advances in technology and increasing emphasis on automatic data processing will require corresponding increases in the skills and abilities of prospective employees, hence making recruitment that much more difficult.

2. Impact of Change in Authorization Levels on Ability to Recruit and Staff

The military intelligence organizations reported no significant changes in authorized strengths for over the past ten years. Accordingly, the impact on ability to recruit and staff caused by fluctuations of authorizations has been minimal.

3. NAPA Staff Views

As compared to the larger IC agencies, the military intelligence organizations run rather small and modest staffing programs. Only one, the Navy, is conducted centrally and their total hiring program is small. Hiring for the Army and Air Force is done through the rather cumbersome and bureaucratic CPO system, but there is potential for improved results when the new CIPMS is

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implemented. Competition will continue to be difficult, but with the new authority to create positions, appoint and set salaries the military services should be in a much better competitive position. Dual compensation restrictions on salaries of retired military personnel will continue to be a problem in recruitment, but the staff believes that the services will have to deal individually with this matter.

4.   Suggested Courses of Action

NAPA Panel should endorse implementation of CIPMS which is being held up lacking Air Force concurrence.

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